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ABSTRACT

This paper traces the history of Ontario's curriculum development, analyzes the short- and long-term effects of declining enrollment on the present curriculum, explores possible extensions of the school system, and discusses social policy in relation to the curriculum. A survey of boards and teachers and interviews with supervisory officers in Ontario provide a listing of program practices influenced by pupil reduction and possible courses of action to offset such influences. In considering the reorganization of the curriculum to adjust to retrenchment, the task force argues that the basic principles of individuality, equality of opportunity, and local participation in decision-making must be joined by an attention to social goals that encompass work and leisure patterns, and multicultural and special education needs. Their recommendations include the development of a curricular foundations program (seeking less curricular diversity while still meeting the needs of individual students), the adoption of local curriculum/professional development centers, and the establishment of one or more curriculum materials development centers. (Author/WD)

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WORKING PAPER NO. 42

SHAPING THE CONTRACTING CURRICULUM: PRINCIPLES, PROBLEMS AND SOLUTIONS

REPORT OF THE TASK FORCE
ON CURRICULUM
FOR
THE ROYAL COMMISSION ON
DECLINING SCHOOL ENROLMENTS

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F. Michael Connelly and Robin J. Enns
on Behalf of The Task Force.

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Preface

The Task Force on Curriculum was the last of the CODE Task Forces to be formed. Basic demographic data were already under analysis as were various public activities of the Commission. The concern for curriculum, while coming towards the end of the Commission's process of identifying significant areas for study, quickly gained momentum.

The Commission's lateness in identifying curriculum as an important area for study is not unusual. Demographic studies generally have not considered curricular effects. Indeed, this Commission was unusual in its emphasis on curriculum and on the quality of education.

The curricular concern came at an opportune time; a time when various forces including declining enrolments had undermined Ontario's expansionist principles of curriculum planning. These principles were desirable in their time and have given rise to a high quality educational system of which everyone can be proud. But new attitudes and new principles are needed for the coming years. It is hoped that the work of the Task Force will contribute in however small a way, to the reshaping of new curriculum planning principles for the years ahead.

The Task Force, whose membership is listed above, consisted of professionals and academics in various educational institutions. Members played two possible roles, advisory and direction of specific research studies. In their advisory role members determined the broad curricular areas where declining enrolment effects were likely and then advised on the identification of studies to be put before the Commissioner for possible contract. In addition, the Task Force gave advice to the Commissioner in the form of written material prior to the publication of each of his reports. This document, for example, was presented to the Commissioner in draft form prior to the preparation of his final report.

The executive of the Ontario Association for Curriculum Development met with the Task Force in a special session concerned with the Association's views. The meeting was particularly valuable for the wide ranging discussion generated. In addition to the OACD, the Task Force is grateful to the many people in the Ministry of Education, Faculties of Education, the Ontario Teachers' Federation, Boards of Education, publishers and others who generously gave time to the task of making their views known and to commenting on specific reports and topics.

In many ways this report is a distillation of reports prepared for the Task Force. For details and elaboration in any area readers are advised to turn to those reports. We have not, however, felt bound and compelled to either highlight the same points as do the reports nor even to frame our recommendations in precisely the same way. Frequently, the wide range of issues with which the Task Force dealt led us to reinterpret the importance of some parts of the reports. This, of course, is also the way in which the Commissioner received the report of the Task Force. Thus, a reader has, in the end, three sources for making up his mind on any particular topic; the Commissioner's final report, this report of the Task Force (Curriculum), and the original report on the topic.

Finally, it should be stressed that while every effort was made to reflect individual Task Force members' views, there will be paragraphs and recommendations to which some members cannot subscribe. The responsibility for any such discrepancies lies with the editors of this report.

Background Factors and Forces

Introduction

The term "curriculum", has a relatively brief history of about fifty years in our everyday discussion of schooling. Partly in consequence of this brief history, the term does not have a fixed meaning. For some, "curriculum" refers to the purposes and outcomes of schooling (i.e. the output of schooling), for others, "curriculum" means the policy, programs and textbooks used in the design of instruction (i.e. the input of schooling), and for still others, "curriculum" refers to classroom and other school experiences of students (i.e. the process of schooling). In addition to these various views on the nature of curriculum, another side to the definition problem has emerged in Ontario due to the emphasis on shared decision making. Curricula are developed, implemented and managed by local boards of education using various line positions such as superintendent of program and principal and various staff positions such as consultant, coordinator, and curriculum committee member.

This curriculum complexity confronted the Task Force (Curriculum) with its first problem, "How broad should its mandate be?" Our answer was pragmatic. Through discussion in the Task Force, with many interested parties and with the Commissioner, any area that was seen to be of direct importance to the teaching and learning of children and which would likely be affected by declining enrolments was included in the Task Force's list of concerns. These concerns were discussed with the Commissioner and a decision was made on whether to pursue the area within the Task Force or in other parts of the Commission. Budgeting by program, for example, is an area of direct concern to curriculum but which was dealt with by the Task Force on Finance.

As a consequence of these various considerations the Task Force dealt with a range of curriculum factors including curriculum policy, goals, materials, content, the development, implementation and management of curriculum, and the professional development of teachers.

There are numerous day-to-day program effects of declining enrolments. School administrators find themselves juggling split grades, reduced program offerings, variable enrolments across subjects and so on. In addition, there are pervasive, long-term influences. The First Interim Report of the Commission pointed out that the curriculum reflects our basic beliefs about schooling and, indeed, about the nature of man and his social habits. The history of curriculum over the past few decades has been one in which beliefs in the individuality of children and the rights of local communities to determine their affairs have been progressively pursued through the curriculum. The principles which permitted the curriculum system to grow, however, are not the ones best suited to a declining and ultimately stable school population. As a result of these considerations this report makes two sorts of recommendations: those aimed at the immediate day-to-day program concerns in schools and those aimed at the long-term principles on which the programs of the schools are developed and implemented.

Demography and Curriculum Change

This report, as with the work of the Commission as a whole, is on the influence of declining enrolments. There can be no doubt that the number of children and their geographic distribution in the province has an immense influence on the curriculum. In the late 1800's, the population was small, scattered, and rural and the capability of the schools was constrained by this fact. In the 1940's and on, population increased and concentrated in urban areas. Economies of size and the concentration of K-13 schooling in local areas had an impact on the scope and purposes of the curriculum. The downturn in student numbers is, and will have, equally pronounced effects.

But there is another side to the question. Enrolment is only one of a number of forces on the curriculum. Public beliefs and attitudes loom large as does the economic climate. These forces interact with one another and operate at the same time. They are inextricably interwoven. Any effort to clearly separate out the effects of declining enrolment on the curriculum from other forces is destined to produce an artificial picture. The emphasis on declining enrolments was, of

course, maintained throughout: Discussions and questionnaires took the general form, "What are the effects of declining enrolment on x?" We believe, however, that people responded in terms of overall changes in "x" and did not carefully consider what changes were due to the declining enrolments as compared to other forces. Thus we are left with the belief that declining enrolment is having considerable effects on the curriculum. But the curricular effects we are able to identify are, we believe, composites derived from other forces acting in concert with declining enrolment.

Currently, the elementary schools are in the midst of their decline with enrolment projected to bottom out in 1986. The secondary schools enrolment peaked in 1977/78 and is projected to decline until the year 1992. As a result, elementary school effects are more easily identified than those at the secondary school. Nevertheless, school people are not hesitant at identifying probable secondary school effects and these are the basis of the effects we were able to identify.

History and Philosophy of the Curriculum in Ontario

As noted above, the First Interim Report of the Commission pointed out that the curriculum reflects our basic beliefs about schooling. When the history of these beliefs is traced for Ontario, three curriculum policy principles stand out; a belief in the individuality of the child and the duty of the schools to fulfill that individuality; a belief in the importance of providing equality of opportunity for all children; and a belief in shared decision making on the content and purposes of the curriculum. The curriculum is based on student interest, freedom of curricular choice, equal opportunity to study and develop regardless of geographic location or social background, and the right of parents and others in local communities to interact with and adapt central policy. No set of principles such as these could ever be fully realized in a province as geographically, ethnically and socially complex as Ontario. Isolated rural areas cannot hope to offer the

same range of course options and extra-curricular programs as in large urban centers. A small community of immigrants will have difficulty obtaining comprehensive instruction in first and second languages. Still, the principles serve as images to strive for and they serve as concrete guidelines in the central allocation of resources, the provisions of special program opportunities and the like.

For some years it was possible to make rapid progress in realizing these principles. Enrolments rose rapidly and the economic situation made it possible to respond to new needs by adding new and specialized programs. The principles were operationalized by a growth oriented curriculum planning strategy. It was, in effect, an "add-on" principle. With expanding enrolments it was possible to add new components to the curriculum without dropping others. There were enough students to fill the options and specializations. But in declining enrolments the same curriculum planning strategy cannot be reversed and made into a "drop-off" principle without serious threat to one or another of the basic philosophical curriculum principles. If, for example, enrolment drops a teacher may be released. The teacher will, in general, be one with least tenure and will, in all probability represent an area recently added to the curriculum, for example, a special education teacher, a librarian, or a French immersion teacher. The loss of the teacher in these cases represents a loss to each of the basic curriculum principles. The individual needs cannot be met, the opportunity for a particular group of children in the community is not there, and the community had little say since declining enrolment and tenure considerations determined which program area was cut.

The lesson to be learned from this example is that declining enrolments poses a potential threat to Ontario's fundamental curricular beliefs. The "add-on" curriculum planning strategy which served our basic beliefs so well will now act against those same beliefs. The "drop-off" planning strategy already at work across the province, is inadequate to the times. Other strategies are needed.

The Task Force formulated certain general ideas about new planning principles which might serve during the years of decline. Indeed, we were encouraged to think that declining enrolments, properly treated, would be a time of opportunity for the curriculum. There are many who feel that the "add-on" planning strategy had outlived its usefulness even if declining enrolments had not highlighted its inadequacies. Broadly speaking, we believe that new strategies should be developed around three considerations; the development of curricular priorities for all children in a core program, the integration of government social planning with curriculum planning, and the reorganization of curriculum resources.

The tone we wish to set in this report is a tone of opportunity. We have well educated teachers and administrators, an enlightened Ministry and an increasingly cooperative set of educational agencies. We have a solid research and development capability as a basis for reorganizing school practices and we have teacher training institutions centered where they should be in the universities. We believe that there will be some short-term curricular hardship as schools adjust to decline but we also believe that if the strategies for curriculum planning are modified, there are opportunities ahead.

Short Term Effects

The majority of the boards of education report that they have had negative curricular effects in the last three years. An even larger majority expects these effects to heighten in the coming years.

At the elementary school level the major effects are on the amount of class time spent on certain parts of the curriculum and on specialized programs and specialized personnel. Remedial, enrichment and extra-curricular programs are being effected as are specialized personnel such as librarians, special education teachers and immersion language teachers. Creative arts appears to be the most severely affected followed by the language arts.

At the secondary school level effects are just beginning to be felt. It is expected that the diversity of courses offered in a subject on any grade level will decrease as will the different levels of offerings for different ability students. The most common effect, of course, will be the reduction of multiple sections of the same course, thereby making flexible student programming more difficult. It appears that business studies may be the hardest hit. At the secondary level, the arts are expected to be in a slightly better position than is the case for the elementary schools.

In addition to these content effects, there are numerous staff, facilities, organizational and procedural effects of declining enrolments. School administrators find themselves juggling split grades, proposals to close schools and save programs and vice-versa, staff re-assignment, shifting curriculum development resources and priorities and so on. Table 1, which lists forty-three such factors on which teachers and boards were surveyed, gives the

flavour of the day-to-day effects. Background detail is located in reports by Enns, Connelly, Burrill, and Arce* and by Leithwood and Montgomery**.

It would be possible, of course, to specify recommendations for each of the many effects. Tables 2 and 3, for example, contain lists of possible courses of action to offset the effects of declining enrolments as seen, respectively by supervisory officers during interviews and by boards through survey. Many of these suggestions are, of course, in operation in boards throughout the province.

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* Robin J. Enns, F. Michael Connelly, Donald F. Burrill, and John F. Arce, The Effects of Declining Enrolment on School Programs and Objectives. CODE Report, Working Paper #31.

** Ken Leithwood and Deborah Montgomery, Effects of Declining Enrolments on the Curriculum: Perceptions of Supervisory Officers, CODE Report, Working Paper #29.

TABLE 1

PROGRAM PRACTICES INFLUENCED BY DECLINING ENROLMENTS:
BOARD AND TEACHER SURVEY

1. "Split grades"
2. Size of attendance boundary areas
3. Existence of middle schools (grades 7 & 8)
4. Availability of resource staff
5. Use of rotary at the elementary level
6. Teacher reliance on textbooks
7. Availability of innovative curriculum materials
8. Availability of equipment for industrial arts, music, science and the arts
9. Availability of reference books in classrooms
10. Ratio of purchased vs. locally developed materials
11. Availability of an equipped resource centre
12. Availability of resources for:
    - 12.1 materials development
    - 12.2 implementing existing curriculum materials
    - 12.3 revising existing curriculum materials
13. Availability of individually prescribed curriculum materials for students
14. Availability of varied supplementary curriculum materials to use with Ministry of Education program guidelines
15. Availability of resources for production of varied ability level curriculum materials
16. Student field trips and excursions
17. Student extra-curricular activities
18. Students engaging in community service
19. Students engaging in special programs with other community services
20. Students engaging in special training outside regular school programs

Cont'd/

TABLE 1 (Cont'd)

PROGRAM PRACTICES INFLUENCED BY DECLINING ENROLMENTS:
BOARD AND TEACHER SURVEY

21. Drop-out rate
22. Teacher morale
23. Teachers as specialists (grades 9 to 13)
24. Teacher re-assignment to other schools
25. Intervisitations
26. Student evaluation
27. Experimental courses
28. Teacher workload
29. Meeting individual student needs
30. Student morale
31. Innovative teaching strategies
32. Instructional grouping
33. Availability of time for school administration
34. Number of department heads and vice-principals
35. Availability of bilingual programs
36. Program integration
37. Curriculum writing teams
38. Availability of guidance services
39. Availability of librarians
40. Utilization of workshops
41. Utilization of conferences
42. Follow-up on pre-school screening clinic diagnoses
43. Leaves of absence

TABLE 2

POSSIBLE COURSES OF ACTION TO OFFSET THE EFFECTS OF DECLINING ENROLMENTS: INTERVIEWS WITH SUPERVISORY OFFICERS

1. Stimulate action research by teachers in their own schools and classrooms perhaps by providing small amounts of seed money.
2. Initiate a program of short term exchanges with school systems, e.g. elementary principal trades jobs with secondary P.E. teachers for a week.
3. More rigorous assessment of teacher needs prior to the conduct of inservice programs.
4. Orienting inservice toward more "practical outcomes".
5. Involve teachers' peers as part of the inservice experience.
6. Provide inservice which is ongoing and developmental.
7. Provide opportunities for administrators to increase their skills in the management of curriculum.
8. Attach teachers to curriculum development projects that might be going on in Faculties or Ministry.
9. Use consultant salaries where available to hire ad hoc groups of teachers for special, short term assignments.
10. Stimulate action research by teachers in their own schools and classrooms perhaps by providing small amounts of seed money.
11. Stimulate the formation of active regional curriculum councils.
12. Disseminate locally produced curriculum materials to other boards on request.
13. Contract, at cost, for use of consultants/resource staff from other boards in areas of strong need for short term periods (Consultants could possibly be hired by a region or a consortium of boards).
14. Develop regionally useful curriculum material.
15. Review and adopt good curriculum materials from other boards with adaptation when required rather than developing new material.
16. Spend greater proportion of time on the implementation and evaluation of existing materials and less on its initial development.
17. Use greater discrimination in deciding to develop local curriculum guidelines. Emphasis should be given to areas of high need.
18. Identify and incorporate those characteristics of curriculum material that demonstrably improve student achievement.
19. Make term appointments for positions of responsibility.
20. Initiate a program of short term exchanges with school systems (e.g. elementary principal trades jobs with secondary P.E. teacher for a week).

Cont'd/

TABLE 2 (Cont'd)

POSSIBLE COURSES OF ACTION TO OFFSET THE EFFECTS OF DECLINING ENROLMENTS: INTERVIEWS WITH SUPERVISORY OFFICERS

21. Initiate a transfer policy for Department Heads.
22. Increase the amount and quality of teacher evaluation on the part of the principal.
23. Develop alternative work patterns for teachers (e.g. greater use of part time positions, job sharing).
24. Clarify the role of curriculum support staff as a means of increasing their effectiveness.
25. The number of schools, programs, etc. rather than number of students should be used as the unit of analysis when estimating the extent of supervisory duties.
26. More effective use of existing time allotments especially in secondary schools: reorganizing preparation periods so that Department heads and teachers have blocks of time. Assign people on time blocks to specific curriculum problems in the school (e.g. textbook selection).
27. Systematically moving of teachers through the grades especially in elementary schools.
28. Make more use of "other adults" in the classroom (e.g., parents, senior students, senior citizens, other teaching assistants).
29. Make greater use of community resources not only in the arts but in the social services through community involvement projects.
30. Encourage regular staff planning meetings to make curriculum decisions.
31. Better use of university personnel for inservice work.
32. Develop short, on-site courses two to five days in length and offer on a contract basis.
33. Develop a revised pre-service, inservice, graduate studies program.
34. Provide undergraduate courses for teachers in need of specialized retraining.
35. Increase development of curriculum material.
36. A follow-up to CODE should be undertaken, in one to two years from now when a larger proportion of boards have had more direct experience in dealing with declining enrolments.

TABLE 3

POTENTIAL ACTIONS TO OFFSET THE EFFECTS OF DECLINING ENROLMENT: SURVEY OF BOARDS

1. Establish specialized schools
2. Make greater use of community resources
3. Make greater use of part-time teachers with specialist training in non-basic areas
4. Transfer of teachers with different specialities among schools, so program alternatives can still be offered
5. Centralize facilities, staff, and students
6. Increase cooperation among neighbouring schools
7. Increase professional development for teachers to provide them with alternative means for coping with the program effects of declining enrolments
8. Increase the number of split grades
9. Develop curriculum jointly with other school boards
10. Share curriculum resources among school boards:
    - 10.1 Materials
    - 10.2 Personnel
11. Offer an appropriate range of courses in a community rather than in each school
12. Make use of Department Heads' function as curriculum leaders for the entire intermediate division
13. Provide additional training to principals, department heads and superintendents in the skills necessary to manage the curriculum
14. Increase the number of classroom libraries
15. Use supply teacher funds to free teachers to develop local guidelines and other resources
16. Move principals more in the direction of being "head" or "master" teachers
17. Reduce the importance of seniority in tenure policies

Cont'd/

TABLE 3 (Cont'd)

POTENTIAL ACTIONS TO OFFSET THE EFFECTS OF DECLINING ENROLMENT: SURVEY OF BOARDS

18. Increase public awareness of and involvement in establishing educational priorities
19. Offer non-university prerequisites on alternate years in secondary schools
20. Increase the curriculum responsibilities of principals
21. Increase training in program evaluation for department heads, vice-principals, principals, coordinators, and superintendents
22. Implement job-sharing (two employees working for one salary)
23. Increase the use of part-time teachers
24. Consolidate out-of-school curriculum administrative functions
25. Consolidate in-school administrative functions
26. Reduce use of department heads
27. Reduce amount of board resources for curriculum development
28. Increase detailed specification in Ministry guidelines
29. Reduce the number of guideline areas and, thereby, the range of curriculum content
30. Specify a core program for the elementary schools
31. Specify a more extensive core program for secondary schools
32. Increase the use of province-wide achievement testing
33. Reduce the amount of time and effort spent by school boards on curriculum development
34. Reduce the amount of time and effort spent by local boards "figuring out" Ministry guidelines
35. Reduce the constraints of Bill 100
36. Reduce the constraints of Regulation 191

In our judgment a detailed set of such recommendations would be inappropriate. Each school system has its own special mix of talents, students, community resources, and problems. A recommendation which is valuable for one school or school board may be inappropriate for another. In short, it is our belief that, as school systems adjust their curriculum to the demands of declining enrolment, they should do so on a local basis, making whatever adjustments are most appropriate for the local situation.

To accomplish this, however, boards will require the assistance of people familiar with a wide range of practices and possible adjustments to declining enrolment. The appropriate strategy, we believe, is for boards to have access to consultants and advisors whose job it is to diagnose the situation, assess local resources and, with personnel throughout the system, to make recommendations. It is therefore recommended that:

> "an advisory team be established within the Ministry of Education. Advisory team members should consist of Ministry of Education and seconded personnel. The advisory team should undergo a minimum training period of up to three months. The training program should be jointly planned by personnel from the Ministry of Education, the Ontario Teachers' Federation, the Ontario Association of Educational Administrative Officials, boards of education, and the universities. Funds should be made available to release the planning and instructional staff for full-time commitment to the training program."

It is important that the advisory team or any like initiative at the central level aimed at helping local boards not overstep their advisory role. Local prerogatives in curriculum decision-making should be retained.

Long-Term Effects and Recommendations

Philosophy of the Curriculum

It was pointed out above that Ontario has slowly evolved a curriculum philosophy composed of a belief in the individuality of children along with their instinctive habits of active inquiry towards the world, equality of opportunity for all children, and a policy of local participation in curriculum decision-making. We noted that there is some danger that declining enrolments, combined with other forces acting on the curriculum, will erode these principles. The "back-to-the-basics" movement along with the concern for accountability and cost-effectiveness at this time of declining enrolments are seen by some as challenges to the underlying curriculum philosophy. There is little evidence, however, to indicate that a significant number of people wish to challenge these principles. Nor is there evidence to indicate that these principles are anything other than beneficial in the education of our children. Accordingly, it is recommended that:

> "the principles of individuality, equality of opportunity and local participation in decision-making which underly the curricular programs in this province be retained and safeguarded in their various applications. Care should be taken to ensure that these principles continue to be highlighted in curriculum guidelines. Furthermore, the behavior of Ministry personnel should continue to make it clear to all users of Ministry guidelines that these principles are central to curriculum policy."

It is encouraging to note that the Intermediate Guidelines currently being released retain these principles. There is some risk, however, that the extensive content listing in some of the guidelines might lead some guideline users to assume that the principles are intended to serve as broad philosophical background, rather than as operational principles in curriculum and instruction.

Desirable as these principles are, their emphasis on the learner has tended to overshadow and downplay legitimate social goals of Ontario curriculum policy. Recently, there is evidence that social goals are being asserted in the area of multiculturalism. The Hon. Thomas Wells recently remarked that "Education has always been crucial in Canada's development as one of the world's most respected nations and in the evolution of our democratic society."* The uses of education for social aims such as these are time-honored and, among Canadian provinces, are probably most evident in Quebec. It is believed that social purpose should stand alongside of individual purpose in the curriculum and it is therefore recommended that:

> "an investigation be undertaken of the social goals of Ontario to which education may be expected to contribute. These goals should become part of curriculum guideline policy and they should, furthermore, operate functionally in the curriculum and not merely be present as highminded statements."

Later in this report there are further recommendations on the relationship between social policy and curriculum planning.

The concerns voiced in the "back-to-the-basics" and accountability movements should not, of course, be ignored. We have come to the belief that in large part, these concerns reflect an uneasiness over instruction; an uneasiness which is exacerbated by the loss of programs, teachers and schools. Many people, rightly or wrongly, have come to believe that the curricular emphasis on the individual means a laissez-faire attitude towards children's classroom behaviour and learning. This appears to be particularly true at the elementary school level, although the credit system appears to have fostered the same concern at the secondary school level.

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* Hon. Thomas L. Wells, Minister of Education. Our Emerging Canada: Education's Role in Fostering an Improved Sense of National Understanding. Communication Services, Ontario Ministry of Education.

The First Interim Report discussed this matter under the heading of quality and quantity in education and suggested that public concerns were more with the quality of education than with the purposes of education. No educational system can survive well if excellence and the pursuit of quality do not clearly pervade the curriculum. Yet the various policy documents tend to avoid a discussion of quality in education. Goals and purposes are stated in the guidelines as, increasingly, subject-matter content. In addition, there is considerable emphasis on the process of curriculum planning and implementation. But excellence per se is hardly, if at all, emphasized. Guidelines should go a step further and set an image of excellence to which all can strive. Accordingly, it is recommended that:

> "the quality of learning and the pursuit of excellence be stressed in public documents and statements referring to the curriculum."

Unfortunately, the most direct approach to excellence and to the standards by which excellence is defined is through the measurement and assessment of the products of learning. But excellence in its most benign and beneficial sense is not achieved by measuring outcomes and by comparing student with student, teacher with teacher, board with board and so on. In its most powerful sense, excellence must function as an ideal image which governs the teacher's instruction and the child's ambitions. Yet, already in many educational jurisdictions, excellence is seen as an output phenomena rather than as a curricular input or instructional process phenomena, and assessment programs are springing up in the provinces and in the States to our south. In the light of these considerations, it is recommended that:

> "deliberate ways to encourage excellence and the standards by which excellence is defined be sought and built into curriculum policy in such a way that excellence may function in the designs for learning, rather than in the outcomes of learning."

It is further recommended that:

> "if and when assessment programs for the output of curriculum and instruction are developed in the Province, these be used for guidance in the planning of curriculum and instruction and their comparative and sorting function be downplayed."

Content of the Curriculum

The Second Interim Report stressed the importance of monitoring school programs to ensure that the minimal educational opportunities specified by policy were in fact available to all children. Apart from its urgency at this time, this recommendation is of continuing importance to the principle of equality of opportunity. Accordingly, the earlier recommendation is reaffirmed that:

> "steps be taken to ensure that all schools throughout the province continue over the years of declining enrolment to provide the minimum set of educational offerings specified by provincial policy."

This recommendation was supported in the Interim Report by a recommendation that a statement of the "expected minimum range" of course offerings be prepared as a guide to the monitoring process that would be required. The Interim Report indicated that this statement should subsequently be modified to form a statement of a core curriculum program in the province. The following recommendations are devoted to this end.

A Foundations Program for Ontario Schools

Our short term curriculum history is one of rapid expansion over a period of the last thirty years. Another dominant feature of that time is the change in ethnic and linguistic composition of the schools due to high levels of immigration. The schools have become extremely diverse, with much of the diversity showing up in single composite schools in urban areas and from school to school in more rural areas. Thus, the school population not only expanded rapidly

in size but also in its cultural composition. Special attention has been given to the French community, and there has also been a major commitment to special education needs.

These cultural and ability differences of the schools have been mirrored in the curriculum. As new needs were identified, new curricular components were developed. There has been a broadening of the educational goals and currently there are in excess of 100 Ministry of Education curriculum guidelines. The credit system combined with the HSl policy for secondary schools has meant that individual guidelines have been adapted vertically in the construction of courses for different ability levels and horizontally in the construction of different versions of the same course. Both the curriculum content and the teaching staff have become diversified and specialized in the secondary school. To some extent this is also true of the elementary school where it is possible for students to rotate for certain subjects such as physical education, art, drama, and second languages. For the most part, however, the salient feature of the elementary school curriculum has been its mandatory breadth containing topics such as art, music and drama in addition to the usual "basics"; and also in its reliance on a child-centred developmental philosophy.

The rapid expansion and change in composition of the schools has resulted in a curriculum with certain strengths and weaknesses. The strengths are that it is rich and diverse and provides opportunities of a wide ranging nature. It is capable of responding to local needs, to individual differences, and to teacher interests.

Its primary weaknesses are that priorities have tended not to have been set and there tends to be an inadequate sense of direction, at least as interpreted by the public. The curriculum of the secondary school was developed by an "add-on" strategy and grew brick by brick as interests and needs were identified. But there was too little overall coordination among the parts. The school could hardly be said to be offering a common public education at the

secondary school level. These features are not serious ones at a time of expansion when it is possible to continue to meet the needs of all. Indeed, they are strengths when the resources are available and when the primary problem is to take into account the special interests of special groups of children.

The problem arises with a contracting school population and contracting resources. Declining enrolments do not reduce the diversity of our student body. Thus, the diversity remains the same but our curricular ability to provide opportunities decreases. In effect, our long and short term history, sets our problem. If we cut back as we build, brick by brick, then we will inevitably violate our basic principle of equality of opportunity. We need a new curricular planning strategy. The "add-on" brick-building model for growth will not work for decline unless we are ready to turn our backs on certain of our historically developed philosophical beliefs about schools. We need to rethink the curriculum in such a way that the whole can be maintained and be made useful to all as the system shrinks. We need to find ways of rethinking the curriculum so that there is less curricular diversity at the same time as the diverse needs of students are met.

A central issue for curriculum in declining enrolments, then, is to specify the curricular foundations which will be of benefit to all; to identify unity in diversity. Our job now is to think less in terms of matching curricular opportunities with diversity and to think more about the problem of setting priorities for all.

There have already been a number of moves in this direction at the provincial level. For the elementary school it is mandatory that the various areas noted in The Formative Years be made available to children; in the secondary school nine core credits have been made mandatory; and at the intermediate school level mandatory content areas now have a mandatory content of about 50% of the year's work.

Merits of a Foundations Program: The following points comprise the reasons for encouraging the current provincial trend of specifying curricular foundations through a core.

1. The central reason is to protect the principle of equality of opportunity. As noted above, declining enrolments threaten the school's capability to provide for all.

2. Specification of the foundations program establishes a clear set of curricular priorities for declining resources. With a set of priorities it is possible to construct accounting sheets and budgets according to the cost of program offerings. When budget cuts are contemplated, it is possible, in advance, to know what parts of the curriculum will be influenced. At the moment these effects are occurring more or less by happenstance.

3. One of the most important reasons for a foundations program is that it will embody a social vision, a shared image to which public and professional educators alike can commit themselves. In an expanding economy, a certain amount of competitive strife is desirable but in those circumstances it is easier to tolerate, accommodate, and arrive at consensual solutions. In a situation of contraction, healthy competition can turn into bitter dispute. Parties become vitriolic in the pursuit of their interests. The provision of curricular foundations for all should gain sufficient commitment to permit the continued, healthy, competition among special interests for curriculum recognition. Currently we tend to lack a shared sense of purpose. We need to regain a shared sense of educational mission for our children.

4. A foundation program permits the schools to reflect an ideal and not merely diversity for its own sake. Not all life-styles can or should be reflected and promoted in the curriculum and not all environments are equally supportive of education.

5. The final advantage of specifying a foundation program is that it presents a clear understanding to all of what is intended for the schools. This permits the possibility of accountability at all levels.

With these considerations in mind, it is recommended that:

> "a K-13 foundations program for the Ontario schools be developed "

and furthermore, that:

> "a single guideline document on the entire school curriculum be prepared and that this document contain an account of the purposes and foundation content of the Ontario school system."

The core program itself is only one part of the school's overall program. A possible structure, for example, is one very similar to our current secondary school arrangement where there are three parts: a core, areas of specialization, and options. In such a situation, areas of specialization may, but need not necessarily, represent special developments of components within the foundation program. Accordingly, it is recommended that:

> "the foundation program be defined as combining three components: core, options, and areas of specialization. All children should have educational opportunities in all three components."

Currently, it would be fair to describe the primary and junior schools as containing only a core program, the intermediate school as containing a core program with two components, one mandatory and one optional, and the secondary school program for Grades 11 to 13 as having a minimal core program with the opportunity for specialization within a wide range of available options. This pattern appears to reflect an imbalance of the three curriculum components across the grades. Accordingly, it is recommended that:

> "the principle of balance among core, optional and specialization components be established and applied throughout the K-13 curriculum."

In the establishment of curriculum policy it would be easy to overreact to apparent public demand and to overemphasize the mandatory, core, components in the curriculum. Furthermore, there may be good reason for adjusting the balance throughout the years such that, for example, the proportion of core decreases throughout the years of schooling. Accordingly, it is recommended that:

> "a harmonious and balanced application of the foundations program be made within and among each of the school divisions."

The kind of data on which to base a foundations program is a major problem. Currently, public opinion sampling appears to be the primary mechanism for obtaining data. This information should be supplemented by theoretical position papers on what is desirable and by observational studies of school practices. Accordingly, it is recommended that:

> "in the development of a foundations program theoretical, case, and survey studies be undertaken to supplement public opinion sampling. In addition, more detailed studies should be undertaken to identify particular foundation sequences and the associated cognitive behavior and development as students move through an integrated program."

Criteria for Establishing a Foundations Program: Given the history of Ontario education there are several criteria which should be used in specifying curriculum foundations. Accordingly, it is recommended that:

> "individual choice should be retained as a feature of the overall curriculum. While parts of the program might be required, others should be optional."
>
> "local involvement and responsibility should be retained. The principle of local adaptation of the foundations is necessary to meet the diverse range of abilities and interests of our students."
>
> "the foundations program should have a significant level of public acceptance. The specification of the program should proceed carefully, be introduced over time with a known schedule, and debated publicly."

> "the core, however defined, should not reflect prejudice nor particular ideologies. The content of a core should, therefore, be drawn from areas where there is clear conformity of opinion or from areas where there is a minimum of subjective personal and ideological effect."
>
> "the foundations program should exhibit the principles of continuity throughout the K-13 curriculum and should integrate horizontally within the curricular offerings at any one time. It should function as an expanding whole rather than as increasingly specialized and fragmented parts."

Curriculum Goals

The principle of individualism which pervades the curriculum has been converted into curricular goals. A Commission study* of curriculum guideline goals indicated that this principle was first forcefully expressed in the 1937 version of the Primary Division guideline. Since then the principle has been reinforced and broadened in all significant objectives statements. Objectives statements have proliferated to the point where they may now consume up to 30% of a guideline. But the specific image of the learner remains unclear. The objectives are sometimes ambiguous and sometimes contradictory with one another. One of the consequences of this is that the image of the learner embodied in the principle has never been adequately realized in practice. We are unclear as to the various ways of encouraging independence, autonomy and self-motivated inquiry in children and, as noted above, declining enrolment poses a threat to this principle. Further goal specification is not likely to yield the necessary clarification. Rather, a more elaborate and concise idea of the learner in a future shaped by a very different age distribution structure is

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* Floyd M. Robinson, The Scope of Guideline Aims and Objectives: A Study Prepared for the Curriculum Task Force of the Commission on Declining School Enrolments, June, 1978, Information Bulletin #12.

needed. It is therefore recommended that:

> "a scholarly theoretical study be undertaken to delineate more precisely for purposes of policy formulation the concept of a self-directed, inquiry-oriented, problem-solving learner that is entailed in Ontario's curriculum principle of individualism."

It is further recommended that:

> "the relationships between these characteristics of the individual and the content and aims of the foundation curriculum delineated above be explored in theoretical and practical studies."

and that:

> "the results of these inquiries be used to draft unambiguous goal statements for the schools of Ontario."

As in all curriculum matters, the quality of instructional methods and the professional level of teachers are fundamental to the translation of goals into school practice. Accordingly, it is recommended that:

> "curriculum materials development appropriate to the revised goal statements be supported."

and that:

> "the required in-depth professional development of teachers be undertaken."

Part of the difficulty in realizing educational goals in the province of Ontario is the lack of a coherent framework for goal statements. Such a framework, or frameworks as the case may be, would have public utility in presenting a coherent picture of the educational goals of the school system.

Such a framework would also have pragmatic use for those whose job it is to translate guideline statements into school practices.

Accordingly, it is recommended that:

> "the Ministry of Education undertake to establish a framework or set of frameworks against which curricular goal statements may be judged, added to and subtracted from."

Development and Implementation

Nature of Guidelines: Currently the development of guidelines contains certain highly desirable practices. Recent newspaper reports condemn the political sensitivity of guidelines, claiming that they are too closely adjusted to public opinion as it shifts during declining enrolments. However, in a democratic society, guideline policy is at once a philosophical and a political statement. If the writing of guidelines becomes solely or mainly dependent on principles without regard to public wishes we shall lose one of our basic rights. Accordingly, it is recommended that:

> "the practice of cyclically reviewing guidelines in the light of public wishes and practitioner opinion be continued."

Public and professional opinion is not, however, sufficient as a basis for a policy reformulation particularly at a time when declining enrolments have highlighted a need for new curriculum planning strategies. Two other areas, apparently little used in Ontario, are the pilot-testing of innovative practices as policy models and the use of theoretical and empirical research position papers. It is recommended that:

> "the cyclic review of guideline policy encourage, and pilot-test innovative practices as policy models";

and that:

> "the cyclic review of guideline policies utilize theoretical and empirical research position papers to supplement opinion polls and surveys."

Another desirable feature of current guideline writing practice is that teachers are brought into the writing process. Furthermore, draft materials are circulated to other teachers for reaction and subsequent modification. These practices, however, are superficial compared to those that ideally might be instituted. To our knowledge, a recent meeting sponsored by the Ontario Teachers' Federation is the only deliberate attempt in Ontario to train guideline writers. Yet, from the point of view of policy, no writing task has more potential impact. There is an extensive knowledge base upon which the writing of guidelines including the specification of objectives, the formulation and conceptualization of content, and the organizational structure of curriculum can be grounded. Because the process of guideline writing assumes new importance in the period of declining enrolment, it is recommended that:

> "training programs for guideline writers be jointly developed by the Faculties, OISE, the Ontario Teachers' Federation, the Ministry of Education, and the Ontario Association of Educational Administrative Officials."

A further limitation on the process of guideline writing is the mechanism for developing and validating guideline purposes and content in particular areas. There are a number of stakeholders in this process including such groups as academics, educators, policy makers, trustees, parents, businessmen, and so on. In our judgement, the recently established Provincial Forum on Teacher Education could serve as a prototype for a body useful in curriculum policy debate. Too often, changes in policy are sprung on the public and on educators in "position" speeches. It would be more desirable, and consistent with the principle of participation in curriculum decision making, for debates on the purposes and content of schooling to take place in a deliberate, public fashion.

Accordingly, it is recommended that:

> "consideration be given to the establishment of a forum on curriculum. The forum on teacher education should serve as the first approximation of the purposes, structure, and mode of operation of the forum on curriculum."

The forum on curriculum would be an ideally appropriate place to discuss the foundations program recommended above.

Local Management of Curriculum: The First Interim Report noted that the local management of curriculum has become a complex activity for many boards throughout the province. Roughly speaking, management functions consist of interpreting guidelines, designing board level guidelines and courses of study, and developing in-school and in-classroom instruction programs. There is some disagreement among the various professionals on the value of this activity. Directors of education almost unanimously feel that too much time, money and effort is devoted to the management of curriculum. On the other hand, our survey of boards, responded to primarily by program superintendents, indicates continued support for local management activities. The same is true for teachers. Indeed, a majority of superintendents of program and teachers expect an increase in curriculum management activities due to declining enrolment.

Nearly a third of boards expect to reduce their support for the management of curriculum over the next few years. Yet there is also good reason to believe that superintendents of programs would prefer to make adjustments in other functions in order to preserve the curriculum management role. The majority of the boards favor providing additional training to principals, department heads, and superintendents in the skills necessary to manage the curriculum. In addition, superintendents of programs generally believe that there should be an increase in regional program development and implementation through sharing material and personal resources.

From the point of view of the individual teacher or even of the individual school there would appear to be little benefit to a regional scheme over one where curriculum was established centrally at Queen's Park or regionally through Ministry of Education offices. Originally, the main purpose of local curriculum development was to permit teachers in local schools to have an active role in development. While there is some ambiguous policy on this point, the

original purpose is still intact. Regional plans seem capable of serving the curriculum needs of certain teacher and administrative personnel, but tend to ignore the school by school and teacher by teacher influence in curriculum planning.

It is recommended that:

> "the advantages and disadvantages of regionally based curriculum plans be investigated and, wherever possible, encouraged."

It is further recommended that:

> "the original spirit of local curriculum development through individual teachers and schools be reaffirmed."

There is reason to believe that curriculum development strategies used by boards have neither been adequate nor effective.* Part of the problem was due to the nature of guidelines, recommended upon above. Another part of the problem is that insufficient research attention was devoted to the problem of local curriculum development. There was only sporadic use of a reasonably extensive literature in this field and only limited encouragement of new research appropriate to the particular characteristics of Ontario education. Instead, groups of people simply went to work, ill-prepared and virtually unguided in the development and implementation tasks they were undertaking. There is no doubt that with declining enrolments local areas will be forced into strategies which are more cost effective and more efficient. To this end it is recommended that:

> "teacher and school based strategies for curriculum development be reviewed, researched as needed, and made available to local school boards. This will entail the use of existing research and development literature, the conduct of further research appropriate to Ontario, and the design of curriculum development and implementation training programs for teachers, principals, superintendents of program and other curriculum resource personnel."

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* Robinson, Ibid.

Later in this report recommendations on the reorganization of curricular resources are made. It is recommended that consideration be given to local curriculum development/professional development centres. If adopted, these centres located in vacant classrooms, would become an important element in the effective local management of curriculum.

Extensions of the School System

At the same time that there have been declining enrolments in the public schools, there have been pressures to expand educational opportunities at either end of the school system. Adult education has expanded enormously in recent years and there have been demands for educational opportunities for children as early as six months of age. Coincident with these concerns there has been the growth of the concept of a community school. The essential idea of a community school is that the school be extended beyond the K-13 range to serve the educational needs of the community at large. From the point of view of declining enrolments the new clientele would compensate for losses in the K-13 group and would ameliorate school closing and teacher redundancy problems. Relationships between adult education and the public school system and between early childhood education and the public school system were examined in Task Force studies with the following results.

Early Childhood Education *

Within the educational community, the problems resulting from declining enrolments and the demands for early childhood care/education might appear, at first glance, to have the potential for "cancelling out" each other - at least in elementary education. However, neither educational problems nor educational demands are ever so easily solved or satisfied. In the case of supporting an

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* Based on Ellen M. Regan, Early Childhood Care and Education, CODE Report, Working Paper #28.

extension of the school's involvement in early care/education, there is the question, in 1978, of having sufficient knowledge (i.e. evidence) to warrant sweeping change. The recommendations below provide an opportunity for limited action and needed research which should give direction to the complex task of determing how the educational community can best serve the education/care needs of young children in the province.

Extending the Kindergarten Program: Much of the evidence pertaining to the effects of early education programs is too inconclusive to decide policy. However, there is some evidence of positive effects of cognitively oriented programs particularly for disadvantaged and "high risk" children. Further, there is some reason to believe that effects of specific and planned interventions in programs for 4 and 5 year olds will persist during the years when children are learning the basic skills.

These findings suggest that present kindergarten programs for "high risk" children in Ontario could profitably be supplemented with additional program components focusing on special learning needs. In order to modify kindergarten programs for these children without sacrificing worthwhile dimensions of present programs, an extension of the school day is required.

Accordingly,it is recommended that:

> "full day Senior Kindergartens for 5 year olds be established in those schools which can demonstrate that both the characteristics of the school population and the staff and facilities of the school make a full day program feasible and desirable."
>
> "full day Senior Kindergartens which are established be founded on a curriculum program which specifies how the full day program accommodates the specific learning of the children involved and how the program effects are to be evaluated."

"Faculties of Education, OISE, and the Ministry of Education personnel be involved, with kindergarten teachers and consultants, in designing the curriculum programs which are geared to specific needs of children involved and adapted to the longer school day."

"Faculties of Education develop and conduct inservice courses which can assist kindergarten teachers and school supervisory staff in implementing programs designed for a full day kindergarten."

"the Ministry of Education support and supervise research which focuses on systematic study and evaluation of full day kindergarten programs for 5 year olds - particularly the effects of different curricula."

"the Ministry of Education initiate and supervise a longitudinal study of the effects of school progress and attitude toward school of half day and full day Senior and Junior Kindergarten programs on children with different characteristcs."

Providing Supplemental Day Care: There is much evidence pointing to the demand for more day care services for children below school age. There is also evidence of a need for "out of school hours" care and supervision for many school aged children. It is the need of these latter children to which the recommendations of this report are directed. This decision does not deny the desirability of improving the amount and quality of day care for children below school age. However, at this time, it appears that any contribution to improved day care that can be made by schools and associated educational agencies, resides in the area of supplemental day care for school aged children. Further it is in the belief that the school's role in supplemental day care at this time should be an object of study, rather than of immediate action, that the following recommendations are made, that:

"day care services for children below school age should not be provided by the school system at this time."

"the Ministry of Education and the Ministry of Community and Social Service cooperate in research directed at determining the following:

(1) the number of kindergarten children who are also enrolled in a half-day day-care program;

(2) the extent of the need for "out of school hours" care/supervision for primary and junior grade children whose parents/guardians cannot provide care/supervision personally, in the hours between 8:00 a.m. and 5:00 p.m.

(3) the facilities/staff/program requirements for providing supplemental day care in schools for primary and junior grade children."

"the findings of this research be used as a basis for any policy recommendations which delineate the school's role in providing supplemental day care and which establish requirements for instituting supplemental day care programs in schools."

Certainly there is widespread concern for the "latch key" child and for finding day care for the child who is only at school for half a day. Further, schools would appear to possess facilities (e.g. library, gymnasium) and the human resources (e.g. teachers with special skills/talents) to support a program of enriched day care for primary and junior grade children. Athletic programs, opportunities for participation in music, art, drama activities, crafts and special hobby groups are among the activities which could conceivably make up an enriched supplemental day care program. However, to provide such a program in addition to the regular school program would be likely to require scheduling accommodations vis a vis the use of various facilities, some redeployment of staff and some significant change in hours of the working day for both professional and support staff.

Providing Assistance to Parents of Pre-school Children: There is growing research interest and public concern for the early learning of babies and young children and of the parental role in the learning process. With declining enrolments at faculties of education, selected staff could usefully turn their attention to parent assistance programs for the education of infants.

Accordingly, it is recommended that:

> "Faculties of Education, OISE, and Community College staff design and conduct mini-courses and workshops for parents who are involved in the planning/supervising of programs for play groups or cooperative day care or nursery groups."
>
> "Faculties of Education, OISE, and Community College staff explore the potential of video tape and film in acquainting parents with suggested approaches to encouraging and supporting language development in young children."
>
> "Faculties of Education, OISE, and Ministry of Education personnel develop and evaluate curriculum materials appropriate for use with secondary school students interested in the care and education of young children."

Adult Education *

The current concerns of the field of adult education revolve around how to meet the challenges and opportunities of increasing numbers of adults in continuing their learning. "Life-long learning" is a concept which has grown up in adult education in the last two decades and which has incorporated the necessity of viewing learning and education as activities which must be accommodated in a society for persons of all ages. If the concept of the community school, recommended upon below, is adopted, it should be possible to articulate a vision of an integrated educational system for K-13 and for adults.

Boards of education in Ontario have, of course, provided programs for adults throughout most of their history, and continue to do so on an increasing basis today. The Ministry of Education provides modest grants for activities designated as "continuing education". The Education Act not only allows boards to cater to adult interests; it requires them to provide elementary education for any resident in Ontario up to the age of 21, and seven years of secondary education for anyone who has completed elementary education, but has not completed a secondary school leaving certificate.

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* Based on Alan Thomas and Sonya Davis, Challenge and Change, CODE Report, Working Paper #14.

Nevertheless, despite this history of activities in present legislation, the services provided for adults have never been integrated into the work of boards of education; nor have they been seen as a major or principal responsibility of the boards.

There appear to be three alternatives:

1. To allow the systems to continue as they are;
2. To encourage more active competition between the systems;
3. To move towards an integration of the resources of the systems and to effect a redeployment of these resources.

Currently boards are responsible for Adult Education; but only under Continuing Education which is usually offered in the evening. In view of the expanding educational needs of our citizens at a time when the formal school system is declining, it is recommended that:

> "continuing education be incorporated within an extended day program and that board liaison with community colleges to avoid duplication of services be mandatory."

The extension of the school system should be undertaken in full awareness of the different clientele, different purposes, and the formal schooling period compared with adult education. Accordingly, the following administrative recommendations are made that:

> "local school boards should reconceptualize their roles in their communities to allow for the development of "integrated" systems, specifically and especially as regards the inclusion of adults who have a variety of educational needs which might best be met by local schools;"
>
> "traditional elementary/secondary school administrative perspectives should be altered to include more flexibility in terms of providing services to a wider range of persons in the community, particularly in the area of basic literacies;"
>
> "local boards and administrators should concentrate significant effort on advertising available services and programs, and attend to welcoming non-traditional or part-time participants to their programs;"

> "local school boards and administrators should expand their program offerings to extend into more hours of the day and into the summer months if local needs assessment surveys indicate specific populations amenable to participation at those times."

The kinds of adults who desire educational opportunities are many. It is recommended that:

> "special attention be given older adults in retirement, women, immigrants, native people, undereducated adults, handicapped adults, priests and vocational/technical participants."

Community Schools *

In recent years, public involvement in formal education has increased sharply through more open school visiting policies, parent advisory committees, parent-teacher interviews, and volunteer programs in schools. As a result, a closer, more open relationship has grown between schools and their communities.

In many jurisdictions, the growing number of empty classrooms has encouraged local groups to turn to the school for facilities for meetings, clubs, recreational facilities, and adult education programs.

The gradual reduction or disappearance of some of the traditional institutions for dealing with social problems, including community groups, multi-age family units, and church has placed greater demands on the school with respect to community programs and social needs. At the same time, new needs and demands have emerged, including adult education programs, day-care services, services for the increasing population of elderly people, recreation for youth, improved use of creative and leisure opportunities, counselling, and the like. Frequently, in responding to these challenges and needs, the community has turned to the school for support, help, leadership, and coordination.

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* Based on notes on Community Schools prepared by Henry Hedges for CODE.

The increasing involvement and awareness of schools and their communities has brought about changes in attitudes on both sides, with the school more open to dialogue and involvement with its community, and a greater feeling of freedom on the part of parents and other residents to visit the school, to become involved in the school program, and to seek ways of expanding their own education.

Some of the ways in which the expansion of the concept of the community school may be expected to alleviate problems associated with declining enrolments are obvious; others are less direct and may have only limited and long-term application.

1. The most visible advantage of the community school is its use of otherwise vacant school space. Such uses will tend to blunt much of the criticism of "empty schools", which, if not dealt with in positive ways, can be expected to produce reduced support for other facets of the educational enterprise.

2. Due to a flexible curriculum, community schools would retain students who would otherwise leave school.

3. As boards of education continue to broaden their commitments to adult education, new students for the school will be attracted. The concept of education as a continuing process is becoming more readily accepted by the public. As the traditional distinction between formal and continuing education becomes blurred, adults will come to be recognized as legitimate enrollees of the school.

4. The community school needs professionals capable of identifying and analyzing needs, designing programs, recruiting resources, providing instruction, organizing citizens into active, effective and productive teams, and communicating to many publics. Obviously teachers will represent the largest pool of such leadership. As it takes on additional

programs and recreation and community services the school may need proportionately more such professionals; thus, it will alleviate to some extent the cut-back in teacher positions by providing alternative but similar job openings for teachers.

5. A characteristic of the community school is its ability to bring together related services, thereby reducing expenditures. Secondary school community service programs, for example, provide students with enriching experiences and supplement important social services. Volunteer programs solve problems of communications and parental attitudes and,at the same time, give teachers and students additional help. Day care and "pre-school" programs meet otherwise costly needs of youngsters and their parents and,at the same time, give opportunities for practical experience to the elementary, secondary, and college students associated with these programs. The careful implementation and maintenance of these and other reciprocal programs free funds for other programs of the school and community.

6. The provision of new educational opportunities for adults will create new forms of funding, and possibly new funding agencies. These will include tuition, agency payment for training, direct fees for services, grants from business and other government ministries, municipal grants, philanthropy, and funds raised by direct sales, auctions, etc. held by participating groups. As the school integrates other social services one can expect a shift of resources from these agencies to the community school, thereby ensuring the total educational community of a reasonable share of tax revenues and an adequate basis for allocating funds in the light of local needs.

7. In the long run, the community school (and the introduction of some of its features into regular schools) will create a climate for improved public and political support for schools. Provision for greater public participation in decisions, volunteer involvement, and attention to local social problems should create a broadly-based demand for continued tax allocation to schools. As it responds to a more flexible, locally-based set of educational needs and ameliorates some of the problems that account for social unrest, the community school can expect to garner and direct an appropriate share of available resources.

In view of these considerations, it is recommended that:

"further steps be taken to encourage and implement the Ministry's policy related to the development of community schools."

"consideration be given to more broadly defined boards of education than is now the case, to ensure adequate planning and coordination of curriculum services beyond the K-13 range."

Social Policy and Curriculum Planning

It is almost a truism to note that the school curriculum mirrors society. Yet, the impression remains that in Ontario social policy and educational policy are developed independently of one another. Intergovernmental committees exist but do not appear to function as joint policy bodies. One of the consequences of this is that the curriculum comes under pressure to respond to social policies developed elsewhere in government. Inevitably, this leads to pressures for expansion of the school program. But due to declining enrolments, schools will have limited capacity to support new directions. There are several points that bear repeating from the Second Interim Report prior to making specific recommendations.

At the present time, for example, provincial government policy related to the Francophone community is important to national unity and Confederation, and has direct effects on language instruction in our schools. A related concern is the government's multiculturalism policy. This policy contains the principle of multicultural understanding for all students and has launched the Heritage language programs. Somewhat more borderline, but nonetheless important, is the relationship between the curriculum and government policy toward health, welfare, and, especially, recreation.

Finally, and perhaps most important in the long run, is the relationship of education, work and retirement in the life histories of our citizens. The relationship of education with the world of work is a link which must be carefully studied, partly because of the current employment problems of youth and partly because education has been, and still is, primarily geared to further education and not to work and leisure. There is a paradox: many complain that the graduates of our schools lack work skills; yet there is evidence to show that most workers, even those in the professions, are over-trained in the skills required.

Even though life span continues to increase, the world of work seems to have become collapsed into shorter hours of work and into fewer years. Consequently, there are more leisure hours during the working day and there are more people entering a larger period of retirement than ever before. The continuation of this trend assumes, of course, that economic conditions do not unexpectedly lead to a longer working life and the current projections for school enrolment continue. Social policies towards these groups should have an educational component. Consideration should be given to the extent to which education serves the shorter working period of life and the longer leisure and retirement period. As early as the secondary school level, various kinds of work-study programs should be considered, to link education more closely with the world of work. Just as job sharing and extended part-time employment contracts can make it possible to blend retirement gradually with work from, say, 50 to 75 years of age, so could work-study programs blend education and the world of work. Social policies which provide sharp divisions between education, work, and retirement are inappropriate. In view of these considerations, it is recommended that:

> "the government establish joint planning mechanisms between education and other branches of government where significant new policy directions are being considered."

Characteristically, when school programs are mandated to support social policy, unrealistic expectations for the school are set. There is a danger, for example, that various languages and multicultural programs will be seen as the primary agent for building cultural understanding. Inevitably, with such an implementation, disenchantment would set in and the schools would be blamed for something they had little hope of being able to accomplish in the first place. Accordingly, it is recommended that:

> "deliberate steps be taken through speeches, written documents and other appropriate means to establish realistic expectations of the role of the curriculum in resolving high profile social issues."

With these recommendations as background, there are several specific recommendations in the areas of work and leisure, alternative working patterns,and selected curricular areas which follow.

Work, Leisure, and the Curriculum

The demographic data collected by the Commission, combined with significant ongoing research, strongly suggests the importance of social planning for the entire human life cycle. These policies would have direct application to the school system. This issue is not, of course, directly within the terms of reference of this Commission. Nevertheless, it is worth recommending that:

> "the government undertake inquiries into, and formulate policies on the relationships between education and work, work and leisure, and work and retirement."

One aspect of this general problem that does fall within the Commission's terms is the establishment of work-study programs for secondary school students. There is a longstanding argument that work-study programs would more readily integrate young people into the world of work. It is also argued that these programs would make more meaningful ongoing school learning. Furthermore, it is clear from the demographic trends identified by the work of this Commission that education, work, leisure, and retirement should be blended into the life-cycle, thereby minimizing the sharp life-cycle separation. Accordingly, it is recommended that:

> "the concept of work-study programs be further encouraged in schools and the work-study programs offered by schools be expanded to incorporate as many career areas as possible."

The community school concept recommended above lends itself to such work-study programs.

A further item within the terms of reference of the Commission is the leisure activities of students. Currently, there are calls for the schools to reduce their activities to cognitive learning. There is some evidence, that such a reduction is already occurring. However, it should be borne in mind that other youth-oriented service agencies are also suffering from declining enrolments. With declining

enrolments youth organizations find it more difficult to offer programs for children. Already, hockey organizations are collapsing and amalgamating. It is worth noting that where high schools offer organized hockey programs, students tend to abandon the community organizations. They have a preference for integrating their leisure and school time activities. The concept of community education would make it possible to integrate existing facilities, and therefore maintain rich leisure opportunities for students. In light of these considerations, it is recommended that:

> "local studies be undertaken of the trends in leisure opportunities for children."

and that:

> "coordinated community school planning for children's leisure activities in sports, arts and music be undertaken."

Recently, there have been court decisions differentiating among the sexes in sports. One of the benefits of integrating sports and other recreational activities into the school program is that sex differentiation would be minimized.

Alternative Work Patterns and Planning for Retirement*

The most severe immediate problem resulting from declining enrolments is that of excess teacher supply. Our studies indicate that teacher morale is low and is expected to become worse over the next few years as boards release teachers. Many boards are developing strategies for the release of tenured teachers.

Part of the difficulty in dealing with the problem of excess teacher supply is the inflexibility with which jobs are defined. One person for one job is the general rule. Our study of the literature and our survey of boards and teachers in this province indicate, however, that genuine advantages could accrue from flexible work patterns. Job sharings whereby two or more people shared one job, is one possibility. Furthermore, job sharing would permit various accommodations of talents as different individuals apply for work on a part-time basis. Husband and wife teams are one example; so is the possibility of pairing newly graduated teachers with old.

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* Based on Krishna Kumar, Job Sharing Through Part-time Contracts - A consideration in the Context of Declining School Enrolments in Ontario. CODE Report, Working Paper #39.

The following list of benefits, while by no means comprehensive, illustrates the possible advantages that could accrue to the adoption of alternative work patterns.

1. People at special career stages, for example, maternity periods; men and women teachers with young families; husband and wife teams; people with independent interests and independent means.

2. The possibility of blending work with retirement. It would be possible, for example, for planned retirement to occur over the ages of 50 - 75. In this way the balance between work and leisure could shift on a gradual, planned basis.

3. Maintenance of a diversity of teaching skills in the school system. Two half-time people for example can represent skills in two different areas of the curriculum.

4. Increased morale of teachers threatened with loss of job.

5. Introduction of new teachers to the profession.

Alternative work patterns could be planned for an individual on a long term basis. An individual might work four days out of five; one semester on, one semester off; four years on and one year off, and so forth. Due to tax savings, plans such as these are not as costly to the individuals as might be expected. Plans such as these also make it possible for extended professional development of the involved teachers. In light of these considerations it is recommended that:

> "alternative work patterns for teachers be encouraged by the provincial government."

There are several problems that stand in the way of the implementation of alternative work patterns. The most important of these are the deciding of pension benefits and the effect on tenure.

In addition, our study of boards indicated there were several administrative problems such as the arranging of work schedules, the possible low commitment of part-time employees, administrative inconvenience and the like. Accordingly, it is recommended that:

> "enabling policy and legislation be drafted for alternative work patterns."

and that:

> "immediate steps be taken to initiate experimental alternative work pattern plans in selected boards."

Declining enrolments are having their most severe effects on teachers. Curriculum is a people based field and should set personal standards for the rest of society. Alternative work patterns are one option open to us.

Selected Curricular Areas

Multiculturalism: The nation and the province have endorsed a policy of multiculturalism. In doing so, the province recognizes the rights of individual groups to retain aspects of their culture important to them. As part of that policy efforts are being made to eliminate all traces of racism in our schools and consequently, in our society.

Given this position, multiculturalism is not an addition to the curriculum, but an ethic or value that should permeate every aspect of the curriculum. From one perspective, multiculturalism is unaffected by declining enrolments, since it is not a specific program requiring cost-efficiency calculations.

The new guidelines on bias being prepared by a Ministry of Education committee for book publishers are a step in the right direction, but even closer liaison between Ministry, the minority representatives and book publishers will be needed in the future. What should be striven for in textbooks is objectivity, neutral language and a world vision.

Several board representatives mentioned the danger that if seniority remains the sole criterion upon which redundancies are to be declared, the first persons to go will be those teachers for whom boards have only in recent years recognized a need, i.e., members of minority groups. This is a very serious implication of declining enrolment. The answer, of course, lies in the criteria used in determining redundancy and in the policies of the boards concerning special circumstances.

Our specific recommendations related to multiculturalism are these,that:

> "the present initiatives on the incorporation of the ethic of multiculturalism into the curriculum be encouraged and continued."

> "all teachers be prepared for teaching in a multicultural society. Multiculturalism, as a part of teacher training, should be an ethic that permeates the syllabus."

Native People: The Native Peoples in Otario clearly qualify as an exception to the case of declining enrolments. Whatever the problems associated with the provision of education services for them, they are not problems of accommodating to declining enrolments.

During the past two years there has been an increase in the number of tripartite agreements, involving the federal government, the bands and public school boards, providing for education by the boards of children of Native Peoples. It is sometimes claimed that the willingness of the boards to be a party to these agreements is in some measure due to declining enrolments of students of non-Native Peoples. However, there are more important relationships between this phenomenon and school programs; relationships which are outside the terms of reference for this task force.

English as a Second Language*: English as a Second Language (ESL) is an all-encompassing term covering a variety of programs and needs. As federal immigration policies change, so do requirements for ESL programs. In addition to the standard programs for non-English-speaking students, some boards have now found it necessary to create programs in English as a Second Dialect (ESD) for those students who have come from the English-speaking areas of the West Indies or from an English-speaking background in India or in Pakistan, where the form of English is not standard Canadian English.

Since immigration to Canada has been reduced by economic difficulties and public policy, the number of children requiring ESL has decreased and in the opinion of one of the largest affected boards, is expected to stabilize over the next five years.

While some boards agree that enrolment is levelling off, still others report that theirs is increasing. A number of reasons may account for the latter fact:

(1) Identification techniques are becoming more sophisticated as boards gain experience in dealing with ESL students.

(2) There is a backlog of students who require extra help in upgrading their skills to reach their full potential.

(3) The reunification of families remains the top priority in the federal government's present immigration policy, meaning that a larger percentage of immigrants are, and will be, school-age children.

Input to this Commission related to ESL programming has centered upon certain deficiencies, such as the lack of adequate identification and assessment procedures, the peripheral nature of the program in some schools, the use of basement classrooms, the use of untrained

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* Based on Mary Hainsworth, Report on Second and Third Languages, CODE Report, Working Paper #37.

teachers, lack of resource materials and a general lack of integration of ESL with the regular program of the school. As more classroom space becomes available, however, the use of basements or portables for ESL should decrease. On the other hand, the use of untrained teachers may well become the norm as principals strive to fill the timetables of existing staff.

Much of the input from Metropolitan boards, particularly from the four boards most affected by the need for ESL programming, centered upon their dissatisfaction with the Metro financing formula for ESL. The Metro formula recognizes for full credit only a student from a non-English-speaking country whose family has been in Canada for less than one year, and for half a credit for that same student the following year. Correspondents complained that this Metro formula overlooks the child who is born in Canada but arrives at school speaking no English, and the child who comes from another country to join parents who have now established themselves and may already be Canadian citizens.

Recommendations on ESL are that:

> "The focus of ESL teacher training courses shift from that of preparing only specialist teachers to that of giving all interested teachers some ESL skills (while continuing to prepare some ESL specialists)."
>
> "The Ministry weighting factor continue to be tied to the number of ESL teachers employed, and ESL become a mandatory service, i.e., the Ministry of Education clearly establish the right of all children needing ESL or ESD to that instruction."

French as a Second Language*: The availability of increased funding for FSL programs leads most boards to anticipate increased use of them, particularly for immersion or extended FSL programming.

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* Based on Mary Hainsworth, Report on Second and Third Languages, CODE Report, Working Paper #37.

However, increased FSL programming combined with overall declines in school enrolments do not suggest a new increase in numbers of students taking FSL. Indeed, the opposite is likely.

An increase in the number of combined or split-grade classes, and an increasing number of itinerant teachers (working less than full days in a given school) may well cause more difficulty for FSL teaching than for most programs. The problems may be exacerbated where alternative programs, such as immersion and core, are offered, thus reducing the potential enrolment for each.

As the structure of demand for teachers changes, a "watering down" of standards in teaching FSL may become a short-run problem associated with declining enrolments. But it must also be pointed out that declining enrolments are often seen as leading to higher standards of admission to faculties of education and ultimately to more qualified candidates for teaching. The recommendations on FSL are that:

> "Boards pay special attention to the integration of secondary and elementary FSL programs."
>
> "Where small numbers of students for senior classes (e.g., grades 11-13) jeopardize the maintenance of language programs, boards designate at least one high school as an FSL centre and consolidate senior classes to assure a complete program (grades 9-13)."
>
> "Boards consider the cooperation services model initiated by the Midnorthern Region, and other cooperative models, to ensure that some consultant services remain available to teachers."

Third Languages (Secondary Level)*: Enrolment in third language programs generally declined markedly with the introduction in the late 1960's, of the credit system in the high schools and has been declining since. However, the influx of large immigrant groups into the urban areas of the province has created some demand for third language programs that are ethnically based.

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* Based on Mary Hainsworth, Report on Second and Third Languages, CODE Report, Working Paper #37.

There is some feeling among those involved in third language teaching that declining enrolments, which have as yet barely been felt at the high school level, will kill third language programs, except in those areas where large immigrant groups will support them. Courses may then become dependent on population shifts. For instance, if a large Italian population gradually gives way to a West Indian population in a certain area, the demand for Italian may well cease at the schools in that area, to be required again somewhere else. Immigration patterns and policies will certainly play their part in this kind of third language program. Thus, it seems that the demand for their language programs may become governed by policies and patterns beyond the control of the local school board, or even beyond the control of the Ministry of Education.

Since third languages are highly specialized subject areas, few teachers in other subject areas can transfer to them. Hence, a few teachers will be required each year. The recommendations on third languages are that:

> "Where numbers for senior classes decline drastically, boards singly, or in cooperation with adjoining boards, consider making a language centre at one high school to ensure that a full sequential language program be offered to students who have commenced study of a language."

Heritage Language (Elementary Level): The intent of this after-school program is to facilitate the retention of languages that immigrant children have acquired at home.

Since its advent, some 45 boards are offering instruction in 30 languages; 52,680 children are involved in 1,960 classes.

In answer to questions on declining enrolment effects on Heritage Language, representatives of those boards offering such programs felt that it was too soon to comment, but predicted that there would be few changes, provided that Ministry financial support of the program continued at least at the present level.

We recommend that:

> "the Heritage Language program be continued in its present form for a minimum of four or five years. When the program appears to be fully operational and stabilizing, some attempts be made to predict the implications for secondary school programming and to develop plans for the long-term development of the program in schools at all levels."

Special Education*: There is no evidence of decreases in the numbers enrolled in special education classes. There is also no agreement on the total number, or percentage, of children who require special education treatment. Some writers seem to suggest that up to half of those enrolled in school would, in fact, benefit from special treatment.

Despite increases in special education facilities in recent years, it is claimed that there are waiting lists for such programs, plus an additional unidentified group. It is suggested that advances in medical science which have resulted in very substantial decreases in infant mortality rates, especially of premature infants and those suffering severe illness and trauma, will also increase the number of children requiring special treatment. On the other hand, certain conditions (e.g. rubella and meningitis) which cause learning disabilities, have been virtually eliminated. These children are currently excluded from education within the province, because they are in institutions which do not have an education program or have gone to private schools outside Ontario.

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* Based on Judi B. Kobrick and Carol Reich, Declining Enrolments and its Ramifications for Special Education, CODE Report, Working Paper #36.

As a result of all this, the special education population is changing in composition. The early-identification programs which have just begun will undoubtedly find a large number of children in need of preventive treatment.

It should be borne in mind that being labelled as "special" or "exceptional" may have negative rather than positive effects on a child. Thus, when additional funds are made available by the province for special education purposes school boards may, for that reason alone, identify more special education cases. It becomes clear, therefore, that we must proceed with considerable caution in the area of special education.

Nevertheless, the overriding matter of importance is that declining enrolments do not result in the lowering of special education services where they are generally needed. Therefore, in keeping with the earlier recommendation in program, it is recommended that:

> "the Ministry of Education monitor special education needs and programs to ensure that all children who by policy, have the right to special education services, receive the required service."

and that:

> "the necessary professional training in special education be provided in the teacher training institutions, supplemented where necessary at the school systems level through various forms of in-service programs for retraining and upgrading experienced teachers."

Re-Organization of Curriculum Resources

The current organization of material and human curriculum resources has, like the curriculum, grown out of an expanding system. No province in the country has built as comprehensive a support system as ours. To maintain our capability throughout the province as enrolments decline will, however, require that organizational adjustments take place. Even now, there are boards with borderline capability for supporting the curriculum according to the spirit of the various policy documents.

An immediate problem is to ensure adequate resources for the provision of the required curriculum along with reasonable offerings for specialization and option study. Accordingly, it is recommended that:

> "where indicated through the Ministry of Education's monitoring processes, human and financial resources be made available to boards for purposes of offering minimal educational opportunities as defined earlier in this report."

Two possible temporary measures are to utilize Ministry regional office personnel in a curriculum support role, and for the Ministry and/or Ontario Teachers' Federation to establish a temporary "pool" of teachers drawn from the ranks of unemployed teachers. These teachers could be assigned on a full or part year basis to areas of need throughout the province.

For the long term there appears to be three areas where the re-organization of material and human resources is warranted; curriculum materials, correspondence education, and professional development.

Curriculum Materials

While is is true that local areas adapt guidelines for their own purposes, there is evidence to show that textbooks remain a major

resource. Perhaps textbooks do not define the curriculum to the extent that they once did but they are, nevertheless, an important factor. Textbooks are often produced hurriedly, under rigid pressure, by companies hoping to gain a share of the market when new guidelines are developed. Under a decentralized system this market is small, and with declining enrolments it will become even smaller. Thus, the quality of commercial materials is likely to become a serious problem during declining enrolment. Furthermore, local boards will tend to have fewer resources to develop their own materials. As noted earlier in this chapter, the kind and quality of local materials is at issue and this, in turn, makes it even more important that commercial materials are of high quality.

The First Interim Report identified various practices that have been used in Ontario for the development of commercial materials. The report, furthermore, noted that Ontario does not make use of the most desirable practices, practices which take time and care in the development of ideas, in their careful field testing and in subsequent revision. Since the publication of the First Interim Report a study has been commissioned which describes several models used in different countries for purposes of commercial materials development.* Characteristic of these models is joint collaboration between publishers, academics, school people and government officials and the thoughtful development and testing of trial materials. In light of the considerable discrepancy between these and Ontario's practices, it is our recommendation that:

> "in consultation with interested parties, a plan for the establishment of one or more curriculum materials development centres be drafted."

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* Jim Kormos. Education and Publisher Perceptions of Quality Curriculum and Instructional Materials During Declining School Enrolment, CODE Report, Information Bulletin #17.

"the centre's operations be based on expert advice on the most adequate, tested, materials development plans."

"an advisory board, responsible for all policy decisions, be constituted and composed of representatives from the universities, OISE, the Ministry of Education, the Ontario Teachers' Federation, and the Ontario Association of Educational Administrative Officials."

"plans for a centre or centres capitalize on the professional development potential for participating teachers."

The cost of such a plan could be minimized by using royalties, which are now returned to authors, to support centre activities. Details of such a plan, along with an account of operational centres in other countries are found in Kormos' report.*

Circular 14: The selection of learning materials from Circular 14 presently requires that teachers subsequently refer to descriptions in publisher catalogues or else review available copies of materials. Given the pressure of time for learning materials selection and the individual lack of awareness of learning materials available through the Book Purchase Plan, it is unlikely that the most informed selections will be made.

It is recommended that:

"an annual Learning Materials Yearbook indexing major-approved learning materials be published as a comprehensive selection resource for teachers. Reviewers with varied expertise (e.g. teachers, subject matter experts, university faculty) would provide detailed product description including pertinent field-test and evaluation results."

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* Jim Kormos, Ibid.

Given the 132 guidelines and the 2,100 listings in Circular 14, teachers may experience difficulty making the best selections from the available alternatives. It is recommended that:

> "older learning materials continue to be reviewed for relevancy and appropriateness and materials dropped where indicated."

Over 20 per cent of teachers report not using Circular 14 in their selection of materials. It would appear, therefore, that the Circular is not as influential as intended. It is recommended that:

> "a study be conducted to determine the reasons for this level of use."

As publishers are not required, in Ontario, to submit program guides and teachers' manuals for evaluation, neither reviewers of learning materials for Circular 14 approval nor practitioners can make the most informed appraisals of these materials. It is recommended that:

> "teacher guides and program manuals be included in the review process."

Currently Circular 14 tends not to encourage the development of innovative curriculum materials. Standard textbook style manuscripts are encouraged. Accordingly, it is recommended that:

> "steps be taken to modify the purpose of Circular 14 so as to increase its flexibility, thereby encouraging the development and use of innovative curriculum materials."

Learning Materials Development Plan: There appears to be minimal board participation in the Learning Materials Development Plan and only a small percentage of boards are successful in obtaining funded proposals. Accordingly, it is recommended that:

"the learning materials development plan be extended and that boards be assisted in the preparation of funding proposals."

Correspondence Education

Declining enrolments will mean that many students will have limited curricular opportunities. An alternative to the closing of schools and the local pooling of resources to maintain curriculum offerings is to rely more heavily on correspondence education. It should be feasible to significantly upgrade the quality of correspondence education through correspondence school branch links with the Ontario Educational Communication Authority and other agencies, both local and provincial. Distribution systems already exist which could utilize correspondence school programs. Programs could, of course, remain on a mail-in basis. High quality correspondence education is a useful supplement for small schools and would be a highly desirable alternative to the closing of schools due to the lack of one or more program areas. Accordingly, it is recommended that:

"a study of correspondence education be undertaken with a view towards the upgrading of the quality of its materials and its delivery to students."

Professional Development

Teacher education has been treated by a separate Task Force. However, as noted in the First Interim Report, there are important links between the professional development of teachers and the curriculum. One of the concerns repeatedly voiced throughout the work of this Commission was that with an aging and stable labor force it would be difficult for new ideas and practices to permeate the system. Our data show that, unless recommendations for alternative work patterns are extensively adopted, that there will, indeed, be few new teachers added to the school system over the next decade. In-service, professional development of teachers must, then, serve as the primary vehicle for ensuring that the schools retain an open and innovative spirit. Accordingly, it is recommended that:

> "professional development programs should be called upon to inject new knowledge and vitality into school systems which can expect little influx of new staff in the coming years."

In view of the fact that faculties of education will be less occupied with pre-service training and that there will be a reduction in costs, it is recommended that:

> "a high priority be given to the professional development of teachers over the next few years and that this priority be translated into direct financial commitment."

Given the importance of professional development to the quality of education in the province over the next few years, it is important that there be provincial and local planning. Professional development should not be permitted to proceed on an ad hoc, unplanned basis. At the moment there are Regional Professional Development Committees. But there is a need for province-wide planning as well as local planning within the regions. Accordingly, it is recommended that:

> "a province-wide planning body called the Provincial Council for Professional Development be established. This council should be responsible for the establishment of province-wide priorities, the encouragement of the development of specific in-service programs, and for the distribution of resources."

The connection between professional development and curriculum is close. Indeed, there is good reason for thinking of professional development as being best accomplished through curriculum development activities. Earlier sections of this report pointed to the need for new and improved strategies for local curriculum development. It was argued that the development of curriculum should continue to be an important function at the teacher and school level and it was also pointed out that a number of boards are now returning curriculum resource personnel such as consultants and coordinators to the classroom. One way of optimizing the use of these local resources, at the same

time as permitting the professional development of teachers, would be to establish local curriculum development/professional development councils. These councils will be linked to the already existing regional councils and would be tied in with the Provincial Council of Professional Development. Therefore, it is recommended that:

> "a plan for the establishment of local professional development/curriculum development councils be drafted;"

and:

> "the Council serve as a focal point for local curriculum development activities."

Varied financing schemes would be possible. However, cost should not be a major factor. The problem is more one of the reorganization of current resources and the implementation problems entailed by such change than it is with cost.

It is clear that teachers, particularly at the secondary school but also to a certain extent at the elementary school, will be required to diversify their teaching assignments in the years to come. It will be increasingly difficult for a teacher to specialize soley in one course at one level. One of the immediate in-service priorities, then, is for content upgrading. Accordingly, it is recommended that:

> "arrangements be made with academic university departments to offer updating courses and workshops for teachers. These courses and workshops should be jointly planned with professional educators at OISE and the faculties of education to ensure a proper balance between academic and professional content."

The current plan for professional development which results in the closing of the school for approximately one day a month has several disadvantages. One is the inconvenience to parents. Another, is the short term, one-shot activities that are normally planned for these days. The purpose behind the professional development plan is, of course, desirable and should be encouraged. Indeed, the overall commitment to professional development over

the next few years should exceed the current level of commitment. Nevertheless, the current P.A. day plan is too inflexible to permit well planned programs of the kind that will be needed for schools in the future. Accordingly, it is recommended that:

> "the 'closed school' mode of professional development be phased out and that a 'released time' mode based on specific needs and more comprehensive plans, be adopted."*

Studies have shown that teachers respond well to teachers in professional development circumstances and that they prefer professional development activities run by teachers. Still, for the role of professional development described above, much professional development work will need to be done by subject matter and professional academics. Accordingly, it is recommended that:

> "the planning of professional development for teachers judiciously take into account the roles to be played by teachers and academics."

The most highly sophisticated and effective professional development occurs in post-graduate programs. The M.Ed., M.A. and Ed.D. are three degrees well designed for teachers. While it is possible for teachers to undertake post graduate training on a part time basis, as they do with the M.Ed., it is desirable that they have blocks of time of from three months to a year in duration in order to study and think in depth. Therefore, it is recommended that:

> "leaves of absence for teachers with, and without pay, be encouraged";
>
> "the experimental alternative work patterns in selected school boards described above build in post graduate programs as one of their components."

There is reason to believe that most post graduate programs are designed on a "liberal education" basis. That is, they are designed to provide a comprehensive view of professional education. This is desirable. However, there is also reason to believe that

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* Based on Albert S. Dukacz, An Effective Curriculum and Instruction Focussed Plan for Professional Development, CODE Working Paper #34.

highly specialized programs targeting on specific curriculum and teaching skills can also have high payoff. Many of these skills will be ones that are required during the period of declining enrolments. Accordingly, it is recommended that:

> "OISE, and other faculties of education as warranted, mount selected, highly specialized, graduate studies programs targeted on selected curriculum and instructional tasks."

International Education

While Ontario experiences a surplus of teachers, there is a desperate teacher shortage in many developing countries. John Fokes, Director of UNESCO, writes: "If trends noted in the last few years are confirmed, the number of children between 6 and 11 who are not attending school in the Third World countries will reach some 134,000,000 by 1985, including 35,000,000 in Africa, 90,000,000 in Asia and 9,000,000 in Latin America."* If the surplus of teachers in Ontario could be used to serve the shortage of teachers in developing countries, benefits would accrue to both. Accordingly, it is recommended that:

> "the Ontario Government effectively pursue negotiation with the Federal Government with a view to making educational service a major and significant aspect of Canadian foreign aid."

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* John Fokes, IYC Report No. 7/8, Secretary to the International Year of the Child, 1978.

Summary

The work of the Task Force took it into numerous curricular nooks and crannies. In all areas, the Task Force relied heavily on the careful assessments made in various reports. In some cases we followed closely the recommendations made therein. In other cases where we felt that other information put a different light on the work, we made our own modifications. Our central belief is that new curricular planning strategies are needed. These should, we believe, be developed in the form of a CORE program and overall curriculum policy for kindergarten to Grade 13. In addition new strategies should also be developed towards the reorganization of material and personnel curriculum resources for curriculum development, correspondence education and professional development. There is no reason why we should not look on the years of declining enrolment as a time of opportunity if new and appropriate curriculum planning strategies are evolved.